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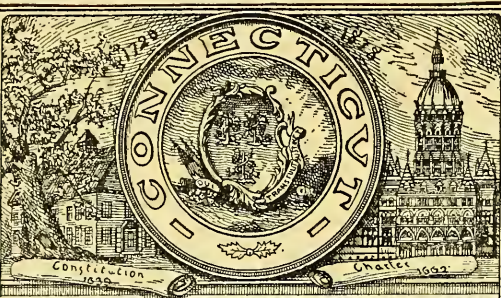
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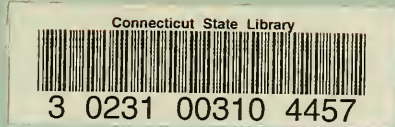
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COMMISSION ON STATE GOVERNMENT ORGANIZATION  
FINAL REPORT

LEGISLATIVE  
Survey Unit No. 17

December, 1949

Reese H. Harris, Jr.  
Project Director

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## INTRODUCTION

This study of the Connecticut General Assembly has considered how it is constituted and organized; how its functions, both substantively and procedurally; and how it is related to other departments of the State government. The project conclusions took into account comparable problems in other States. Many favorable things can be said about the Assembly, and mention should be made of its commendable efforts at self-improvement, chiefly through the Legislative Council. For the sake of brevity, however, our report will deal chiefly with aspects of the Assembly which, in our opinion, require improvement.

For ease in reading, we have put our statistical data in an appendix in the form of Tables, to which reference is made in the text.

### 1. The General Assembly should be reconstituted as a Unit-cameral body.

There appear to be two principal arguments in favor of a bi-cameral legislature: (1) tradition and (2) desirability of a double consideration of legislation. The example of the "Mother of Parliaments", and of our federal government makes one believe, almost against reason, that a legislature is not a legislature unless it has an upper and a lower house. The tradition is actually on a par with the popular feeling that a capitol building must have a dome. The argument for double consideration of all bills is like the requirement of dual signatures on checks, and about as good as that requirement. A possible third reason for an upper and lower house would be the need for a body of small size with the extra function of confirmation of executive appointments. Because we do not favor this practice, the argument has no weight for us.

We think the arguments for a uni-cameral legislature are the more persuasive. (1) The existence of two branches of the legislature causes a tremendous quantity of wasted time and money. Everything has to be done twice: two sets of officials, two sets of committees; two sets of journals; two sets of calendars, etc. A conservative estimate of the cost of this duplication would be at least \$100,000. (2) The example of most boards of directors of business corporations and the uni-cameral councils of most municipal corporations is as persuasive as the example of other states' legislatures. These groups function just as well in uni-cameral form. Nebraska's uni-cameral legislature has not produced any grotesque results. (3) Bi-cameralism is not, as is carelessly assumed, essential to a system of representation which is not proportioned strictly to population. Within a single House the members can be selected on differing bases. (4) Uni-cameralism centralizes responsibility upon one group, and thus at once sharpens the responsiveness of the legislature to the will of the people, and should produce soberer decisions. In a bi-cameral system, one house can pass bad legislation knowing that the other will kill it.

2. Whether uni-cameral or bi-cameral, the legislature should be reduced in size, to something between 100 and 150 members.

A legislature should be large enough to reflect reasonable differences of opinion, national origin, minority groups, professions and trades, and abilities; in other words, it should be, perhaps, a statistically accurate sampling of the public at large. On the other hand, it should not be so large that it is unduly expensive or unwieldy in functioning.

Connecticut's Assembly is the second largest legislature in the country, having 272 representatives and 36 senators, a total of 308. The very much more populous states of New York, Illinois and Texas have very much smaller legislatures, all having lower houses limited to 150 members. In New York the ratio of representative to population is 1: 90,000; in Connecticut, it is 1: 6283. A legislature of 150 in Connecticut would produce a ratio of 1: 11,000. See Appendix, Table IV.

While ideal size for efficiency is at best a matter not capable of clear proof, cost is such a matter. A reduction in size from 308 to 150 would save the state in salaries and travel at least \$195,000 per biennium. Other savings would undoubtedly bring the saving well over \$200,000. It may be argued that this is a comparatively small sum in the light of the total budget; we think, however, that the extra legislators not only do not double the wisdom of the legislature's product, they probably diminish it. Moreover, our recommendation for increases in legislator's compensation makes reduction in size even more imperative.

3. If a bi-cameral form is retained for the Legislature, the present Senate is satisfactorily constituted.

We fully concur in the view of Project 19 on this point and do not go into it ourselves here for that reason.

4. Whether a bi-cameral form is retained or a uni-cameral legislature is proposed, the House or the whole legislature, as the case may be, should be re-constituted on a new base of representation, so that no member would represent fewer than 8,000 people nor more than 25,000 people; with the state districted by single towns, groups of towns, or parts of towns, each district electing one representative, and with districts established on a sliding scale of population density.

There can be little reasonable dispute with the proposition that the House needs re-apportionment. No system of representation which permits of such extremes as that of the Town of Union, with a population of 234 and the Town of Hartford, with 166, 267 (1940 census figures), each having two representatives, can be rationally defended. So much seems to us indisputably clear.

We do not think it necessarily follows, however, that every representative must speak for the same number of people. Project 19 concedes that in certain situations, such as the French minority in Canada, or the very widespread geographic area of this country, representation based upon other than pure population ratios would be indicated. Project 19 would, then, say that strictly proportioned representation should be the rule, and divergence from that rare



exception. The difference between us may well be described as one of degree and not of principle.

While the slogan "a person is a person no matter where he lives" is politically hard to refute, and conversely, any system of representation based on any other principle is difficult to justify in the arena of politics, we make our recommendation to the Commission for a system of representation which we believe will best serve the interests of all the people of this State for the longest period of time. We think that an amalgam of all viewpoints on public problems produces the best long range results. There is always a liberal view, a conservative view and a sound middle ground. Each deserves equal weight. By and large, the urban population tends to liberal views and the rural to conservative. The difference is in population density. Strict popular representation would permanently entrench in power the urban, liberal viewpoint to the same unfortunate extent that the rural, conservative attitude is now settled in power.

The current Democratic-Republican situation does not seem to us to have much bearing on the problem. Any governmental architecture built upon assumptions about contemporary party politics, and designed to equalize the parties in power, would weaken with every shift in party power.

Our suggested sliding-scale basis of representation would, today, produce a House of 114 members. See Table V. If a uni-cameral legislature is adopted, we would not think any additional representatives were needed, particularly as natural growth in population would in due course enlarge this number. However, if a bi-cameral legislature is recommended, then these 114 plus 36 senators would produce a total legislature of 150, which would not exceed our suggested maximum size.

##### 5. The General Assembly should meet annually

5. (a) Alternative. The General Assembly should meet as now biennially, in odd numbered years, and biennially, in even numbered years, to consider appropriations and taxes only, and such special subjects as the Governor names in the call.

The chief reason for annual sessions of the legislature is the extreme difficulty of sensible two-year budgeting. In practice this has cost the assembly most of its control over fiscal affairs. We think annual sessions would eliminate the special "emergency" sessions which have taken place ever since 1942 in even numbered years; and that it would be conducive to better legislation. Six states now have annual sessions. In Connecticut, annual sessions were the rule until 1884, when a constitutional amendment made it a biennial meeting.

6. The compensation of members of the Assembly should be increased from \$600 per bi-ennium to at least \$5,000 per bi-ennium.

Availability for service in the legislature should not be limited to those who are willing and able to stand for election with the knowledge that they will not receive even a respectable token of appreciation by way of compensation. Grossly inadequate compensation

is a short-sighted policy which prevents many capable persons from seeking public office in the first instance and causes others to withdraw from the public service. It probably cannot be demonstrated statistically that more adequate compensation would appreciably reduce the present high turnover in legislative personnel, but increased compensation would make its contribution to the dignity of legislative service and, directly and indirectly, serve to strengthen the General Assembly. Certainly, the servant, including the public servant, "is worthy of his hire."

Some states still pay their legislators on a per diem basis, but of those having an annual or biennial compensation only New Hampshire (paying \$200 for a biennium) is more niggardly than is Connecticut. States paying members of the legislature \$5000 or more for the biennium include Illinois, Massachusetts, New Jersey, and New York.

A salary of \$5,000 for each biennial period is urged for adoption if provision is made for annual sessions and if the size of the legislature is appreciably reduced. An increase to perhaps \$2,500 for the biennium is deemed highly desirable even without these changes. More troublesome is the question of whether the Constitution should be amended to fix the higher salary for the future, or to state the salary to be paid subject to future changes by statute. Just half the states follow each course. We recommend authorization for subsequent changes by statute, provided that any change becomes effective only after the intervening election of a new General Assembly. It should not be necessary to amend the Constitution every time it is desired to change salary levels.

The present travel allowance is proper, as it equalizes the cost to the members of service in the Legislature. However, with adequate salaries, the administration of this allowance should be tightened so that it reflects only actual travel performed by the claimant.

7. A Legislative Executive Agency, directed by the Legislative Council, should be established by statute, to provide under unified direction expert fact-finding, adequate housekeeping, and legal services.

Performance of legislative duties requires, in addition to a properly functioning General Assembly, the existence of competent and efficient staffs to perform the research, legal, and clerical duties inherent in the lawmaking process. A modern legislature requires fact-finders, bill-drafters, and stenographic and clerical personnel so qualified and so motivated as to facilitate the work of the General Assembly.

As matters are now, many services are supplied to the legislature, but they are furnished through the Comptroller, the Attorney General, the Secretary of State, the State Librarian, the State Editor, the Legislative Research Department, the Legislative Council, and by the Assembly's own staff. Responsibility is divided, functions are not logically allocated, and in some instances inadequate



provision is made for an essential service while in others some minor service is provided on a luxurious scale. Moreover, duplication of effort is found in some directions; and neglect of a function in others.

Responsibility for the supervision of legislative attaches, even to the extent of seeing that they appear for work, is not clearly placed in any agency. Staffing of the Legislative Research Department, Legislative Council, and the offices of the Chief Clerks is hardly adequate, but the General Assembly is favored with an over-abundant supply of committee clerks, cloak room attendants, door keepers, and messengers. At least three legislative agencies keep records on the progress of bills: the Legislative Research Department, State Library, and State Editor. No agency has the staff and responsibility for assuring adequate receipting procedures as original bills move from the chambers to committees to the Research Department and back to the chief clerks.

These are some of the situations which give an air of confusion and inefficiency to even the routine performance of the work of the legislature. Detailed recommendations for change can be made, but the problem is one chiefly of the lack of centralized responsibility for administration of legislative business and could largely be resolved through creation of a legislative service agency charged with overall responsibility for providing the various services needed by the assembly. We believe that this can most effectively be done within the framework of the Legislative Council, which could have its administrator in charge of a tri-partite staff: research, legal, and general clerical or operations. The first of these would be an expansion of present facilities of the Council; the second would involve functions now performed by the Legislative Research Department plus the State Editor's work in the preparation of copy for the Legislative Record; the third would assume responsibility for coordinated provision of clerical help to the chief clerks, the engrossing clerk, and legislative committees. Functionally, the operations unit would have supervision of the legislative chambers and committee rooms, procure and dispense equipment and supplies, prepare the legislative budget and payrolls, recruit and supervise clerical help, keep the records of the legislature, administer the lobbyist regulation statute, and generally assist the legislature and its committees.

We attach great importance to the provision of such a central general clerical or operations staff. If the initial selection of executive personnel is carefully made we believe the agency will prove so useful and satisfactory that non-political or at least bi-partisan selection of its staff would become traditional. Personnel would be assigned to duties as needed and as measured by work loads. Habits of orderly performance of legislative routine would be developed to replace the hit-or-miss procedures that now prevail.

The permanent staff of such a consolidated agency would not need to exceed eight qualified technicians and perhaps four stenographers. During legislative sessions some added personnel would, of course, be recruited. The costs, we are confident, would not exceed the present levels of financing for the scattered services, especially if even a modest reduction were effected in the number of minor attaches in attendance upon the legislature. Thirteen doorkeepers and twenty nine messengers cost the State \$29,000 in 1949. Ten cloak room attendants



cost \$6,750.00. Concrete benefits in the form of more efficient bill handling procedures would, however, alone justify some added expense, and this is apart from the contribution to enhanced legislative prestige which would result from elimination of much of the confusion that now surrounds the transaction of legislative business.

5. By statute or by constitutional amendment, the business of the Legislature with respect to private legislation should be severely curtailed.

The General Assembly, like other Legislatures, tries to handle too much legislation. In 1949 over 2,900 bills were introduced or raised by committees. Table XV shows that in general there has been an increase in volume in the last twenty years of nearly 100%. Analysis of these bills show that only 65% were of general significance; the balance related to particular local governments, to claims of private individuals against the state, and to corporation charter changes. The burden of the 35% is much greater than is apparent. Of 911 bills passed in 1949, 451 bills were passed between May 31 and June 8, and of these, 291 or 64% were special legislation. In other words, the last minute log-jam is greatly aggravated, if not caused, by the members' interest in special legislation. This is not the only evil of special legislation. It consumes the time of three committees: Cities and Boroughs, Corporations, and Claims. Each member secures favorable consideration of bills of interest only to him by trading and logrolling with other members similarly situated, and by dealing with the party organization on bills of general importance. Committees hearing these bills have no adequate means of knowing what the local effect of a particular measure will have. The forfeited rights amendment eliminated one source of legislative congestion with fine results.

"Home rule" for local governments has the sanction of most students in the field, and is found in one form or another in well over half the states. A properly drafted Constitutional amendment forbidding special charters and authorizing legislation giving to cities and towns power to adopt one of several model charters of their own choosing would at once diminish the volume of detailed work which each Assembly must accomplish and strengthen our local governments by providing local self-determination.

The State can, by statute, authorize suits against itself to be brought in the Superior Court in both contract and tort matters. This, too, would have a dual advantage: equitable disposition of claims and a lessening of the legislative work load. Precedent and models for such procedure can be found in the U.S. Court of Claims and Federal Tort Claims Acts, as well as in the statutes of a number of our sister states.

Most of the present legislation amending corporate charters can be eliminated, and should be by constitutional amendment, as in many states. In Connecticut much progress would be made in this direction even if the General Assembly merely refused to consider bills whose purpose could be effected under existing general laws and if

specially chartered business corporations were permitted by law to re-incorporate under the General Corporation Law without paying new franchise fees.

6. The number of standing committees of the Assembly should be reduced, and the distribution of bills among Committees should be more equitable.

In the 1949 session of the Assembly there were 33 joint standing committees, each typically having 5 Senators and 18 Representatives. The Judiciary Committee considered 637 bills; Aviation considered 9. Every extra committee means extra staff, more conflict in hearing schedules, and a dilution of available talent. The uneven division of work as among the different committees, the common absence from committee hearings of critical questioning, the inadequacy of committee quarters, informalities in the handling of bills, and the inadequate or inefficient staffing of many committees are all faults which would be partially or wholly remedied by fewer committees.

Reduction in the number of committees, with the scope of each being defined so as to permit a more even division of work is a necessary first step toward improvement in this aspect of the legislative work. Various possibilities for consolidation present themselves to anyone familiar with the work of the Assembly. It is necessary only to overcome the inertia which often is a barrier to even minor change, and sufficient inducement in this direction should exist in the fact that a re-vamped committee system would assure bill sponsors of a more adequate opportunity for having their bills heard while facilitating the development of a standing schedule of committee hearings under which members would not find so large a number of hearings in progress simultaneously.

A lesser number of committees would also mean greater opportunity for committee chairmen to meet together and, with the assistance of the legislative service agency, to solve common problems. There would then be careful assignment of rooms, standard rules for committee hearings designed to eliminate confusion as to assure the keeping of adequate records, and better scheduling and notice of hearings. Savings in clerical, doorkeeper, and messenger costs might, moreover, be sufficient to employ legal and statistical assistants now denied most committees. Finally, the elimination of committees which are even now regarded as superfluous, and on which membership is not sought, would tend to eliminate instances in which bills are arbitrarily referred to a "strong" committee, thereby only contributing to the burden of the major committees.

7. The control of the Assembly over fiscal matters should be restored by the following changes:

(a) Annual sessions with annual budgets;

(b) Cover all revenues into the General Fund and abolish special funds.

(c) Include the State Auditors in the General Assembly appropriation expended by the Legislative Council, and require the Auditors to report to the Executive Agency.



(d) Specifically authorize the State Auditors to make investigations.

(e) Lapse unspent and uncommitted appropriations annually.

Our consideration of fiscal matters necessarily overlaps the work of Project #2 and the two must be considered together. Our recommendations relate only to changes which the Assembly itself could make in its own procedures in the fiscal realm. With annual budgets, the need for the power of transfer among accounts now exercised by the Finance Advisory Committee would vanish and that agency could be abolished. Instead, appropriations for agencies would include a modest item for "Contingencies" which would, with the Governor's approval, be transferred at the agency's request to another item and then be audited and reported on in that form. With the transfer power abolished (except as noted for contingency appropriations) the practice of "token" appropriations built up over the years by transfers would also go. Special Funds should be abolished; an agency should not have a source of revenue other than the Legislature's appropriation to it out of the General Fund. If all appropriations unspent and uncommitted lapsed at the end of the budget period, the Assembly would recover a measure of fiscal control over annual expenditures and programs now largely lost to it. Agencies are now able to accumulate funds for building purposes by transfers of unspent personnel appropriations into token building appropriations and eventually under take projects which the Assembly would not authorize in one lump sum.

The budgets now submitted by the Governor are practically disregarded by the Assembly in its appropriation process. Department heads now lobby their own appropriations through without regard to any over-all control by executive. This indicates a need for a complete revision of the Governor's authority, strengthening his office to the point where he will present a coordinated fiscal program to the Assembly in understandable form.

There should be closer cooperation between the Appropriations Committee and the Finance Committee. We doubt if consolidation of those committees is the solution. The solution probably lies again in the improvement of the executive's fiscal power. If a coordinated program of appropriations is presented to the Appropriations Committee and accurate estimates of revenue are presented to Finance, liaison and cooperation between the two committees will be more practical and likely.

8. The number of offices requiring legislative confirmation should be reduced to a very few, and a standard method of confirmation adopted for all offices requiring confirmation.

Under the theory of executive responsibility, no strictly executive appointment should be confirmed or approved by the Legislature. Tradition, however, dictates the contrary. Legislative confirmation may well produce better appointments and probably detracts but little from executive responsibility for poor appointments. There are, however, entirely too many such cases at present. XVIII. 268 appointments of the Governor must be approved by the Assembly.



The terms begin at differing times, and vary in length from 2 years to 8 years. Some are appointed by the Governor and consented to by the General Assembly; others are consented to by the Senate; others are nominated by the Governor and appointed by the Assembly. Still other appointments are made by the Assembly without the Governor's intervention. We think that, aside from the State Auditors and the staff of its Executive Agency none should be appointed by the Assembly alone. We think that only a few executive positions should require legislative approval and those only where the office serves the legislature fairly directly. We think legislative approval should in all cases be by the same means, preferably by the Senate alone, as it is the smaller body and be'ter able to debate such matters. Terms should be in multiples of 2, preferably 4 or 8 years and beginning with the Governor's term. If a uni-cameral legislature is adopted, one more reason for no executive appointment confirmation will be available.

The Governor's veto power is satisfactory. In theory it is weak, because it can be overridden by a simple majority. In practice it is almost absolute, as the Assembly presents almost no bills for signature within a time permitting it to act on a veto and in the nature of the legislative process, is not likely to do so. Furthermore, in practice, there have been few vetoes in the last decade.

9. Delayed reporting of bills and delayed raising of committee bills, which are primarily responsible for clogged legislation calendars in the closing days of the session, should be discouraged by penalizing delays with some hurdle, such as routing delayed bills and reports through the Rules Committee as a preliminary to consideration by the chamber itself.

We have given detailed consideration to the operations of the General Assembly with respect to its flow of work. See Table XIX. This analysis makes it clear that, probably far more than is generally realized, the clogging of calendars toward the end of the session is caused by an accumulation of understandable factors. To some extent the causes are the same as those that contribute to last minute jams in other legislative assemblies; to some extent they appear unique to Connecticut.

The legislature is to be commended for adhering to the deadline for introduction of bills by private members. By the end of the month of February, 89% of all bills have been introduced. Few legislative bodies would have that percentage of proposed legislation laid before them by the end of the first third of the legislative session. Unfortunately, however, such early presentation of bills is not the rule with regard to committee-raised bills. Even in the last three days of the session, there were, in 1949, no fewer than 71 committee-raised bills presented. Obviously deliberate consideration is not possible under such circumstances. This calls for some deadline on the introduction of committee bills so that these, too, may be presented in time for careful consideration. It is recommended that no ~~committee~~ committee-raised bill be received after May 15 of each session year,

except by unanimous consent, or unless the bill has first been referred to the Rules Committee and received that group's approval as being of sufficient importance to warrant consideration in the last month of the session.

The scheduling of hearings is also often delayed, with the peak month for hearings being March. We are convinced that many more hearings could be held during the month of February than has been the practice. Were many of the hearings to be held in the earlier month, much more time would be available for debate on the floor of the two houses. No change in rules would be necessary to accomplish this, but committee chairmen are urged to begin holding hearings at the earliest practicable date.

The greatest cause for the end of the session rush is to be found in delayed reporting of bills from committee. No fewer than 33% of the committee reports were, in 1949, received during the last eight days of the session. A practical attack on such delayed reporting and its consequences would seem to be a provision that committee reports filed before, say, May 15 would take the ordinary course of consideration, while those filed at a later date would need to be routed through the Rules Committee, which should be given power to certify to the chambers for action only those reported bills which are of sufficient general significance to warrant attention during the closing weeks of the session.

Respectfully submitted

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Project Director

Statistical Summaries

Table I

Present Representation in the House of Representatives

<u>Population Grouping</u>	<u>No. of Towns</u>	<u>Aggregate Population</u>	<u>Representa - tives</u>
Under 1,000	32	20,038	43
1,000 - 9,999	104	375,231	163
10,000 - 49,999	27	610,766	54
50,000 - 99,999	3	229,214	6
100,000 - 149,999	1	147,121	2
150,000 - 199,999	2	326,872	4
	<u>169</u>	<u>1,709,242</u>	<u>272</u>

Table II

Re-apportionment on Basis Suggested by Project #19

Ratio 1-8000

<u>Population Grouping</u>	<u>No. of Towns</u>	<u>Aggregate Population</u>	<u>Representa - tives</u>
Under 1,000	32	20,038	3
1,000 - 9,999	104	375,231	47
10,000 - 49,999	27	610,766	76
50,000 - 99,999	3	229,214	28
100,000 - 149,999	1	147,121	18
150,000 - 199,999	2	326,872	41
	<u>169</u>	<u>1,709,242</u>	<u>213</u>



Table III

Towns having populations in excess of 25,000

Hartford	166,267
New Haven	160,605
Bridgeport	147,121
Waterbury	99,135
New Britain	68,685
Stamford	61,215
Meriden	39,491
Norwalk	39,489
Greenwich	35,509
West Hartford	33,776
Norwich	34,140
New London	30,456
Bristol	30,167
West Haven	30,020
Torrington	26,988
Danbury	27,931
Middletown	26,495

1,057,490

Source: Appendix B, Project #19 Report on  
Re-apportionment

Table IV  
Size and 1940 Representative Ratios  
in State Houses of Representatives

<u>State</u>	<u>Size of House</u>	<u>Population per Repres.</u>	<u>State</u>	<u>Size of House</u>	<u>Population per Repres.</u>
Alabama	106	26,726	Nebraska	--	--
Arizona	58	8,608	Nevada	40	2,755
Arkansas	100	19,494	New Hampshire	443	1,109
California	80	86,342	New Jersey	60	69,336
Colorado	65	17,281	New Mexico	49	10,853
Connecticut	272	6,283	New York	150	89,861
Delaware	35	7,614	North Carolina	120	29,763
Florida	95	19,972	North Dakota	113	5,680
Georgia	205	15,237	Ohio	136	50,791
Idaho	59	8,896	Oklahoma	118	19,800
Illinois	153	51,616	Oregon	60	18,161
Indiana	100	34,278	Pennsylvania	208	47,597
Iowa	108	23,502	Rhode Island	100	7,133
Kansas	125	14,408	South Carolina	124	15,321
Kentucky	100	28,456	South Dakota	75	8,573
Louisiana	100	23,639	Tennessee	99	29,452
Maine	151	5,611	Texas	150	42,765
Maryland	123	14,806	Utah	60	9,172
Massachusetts	240	17,986	Vermont	246	1,460
Michigan	100	52,561	Virginia	100	26,778
Minnesota	131	21,315	Washington	99	17,537
Mississippi	140	15,598	West Virginia	94	20,234
Missouri	150	25,231	Wisconsin	100	31,378
Montana	90	6,216	Wyoming	55	4,559

Source: Harvey Walker, The Legislative Process (1948) p. 166. Other sources give Missouri 154 house members, Nevada 41, New Hampshire 399, Ohio 139 and Wyoming 56, which would mean some changes in the table above. These differences are apparently due to the fact that some legislative chambers fluctuate in size from year to year.

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Survey Unit No. 17-Legislative  
December, 1949

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Table V

Survey Unit #17 Proposed Re-apportionment

<u>Town</u>	<u>Population</u>	<u>Representatives</u>
Hartford	166,267	6
New Haven	160,605	6
Bridgeport	147,121	6
Waterbury	99,135	4
New Britain	68,685	3
Stamford	61,215	3
Meriden	39,491	2
Norwalk	39,489	2
Greenwich	35,509	2
West Hartford	33,776	2
Norwich	34,140	2
New London	30,456	2
Bristol	30,167	2
West Haven	30,020	2
Torrington	26,988	2
Danbury	27,931	2
Middletown	26,495	2
Manchester	23,799	1
Hamden	23,373	1
Stratford	22,580	1
Fairfield	21,135	1
Ansonia	19,210	1
East Hartford	18,615	1
Milford	16,439	1
Naugatuck	15,388	1
Wallingford	14,788	1
Windham	13,824	1
Enfield	13,561	1
Groton	10,910	1
Shelton	10,971	1
Stonington	11,102	1
Derby	10,297	1
Windsor	10,068	1
Killingly	9,547	1
Southington	9,649	1
Darien	9,222	1
East Haven	9,094	1
Wethersfield	9,644	1
Watertown	8,787	1
Vernon	8,978	1
Putnam	8,692	1
Winchester	8,482	1
Westport	8,253	1
Branford	8,060	1
		<u>79</u>
		<u>52</u>
		<u>27</u>

Remaining Towns each with less than 8,000 population would be districted, somewhat as suggested by Survey Unit #19 and each district could have 1 representative; making approximately 35 representatives.



Table VI

Special Sessions of the General Assembly 1929-1948.

<u>Year</u>	<u>Convened</u>	<u>Adjourned</u>
1929	August 6	August 6
1936	November 5	December 9
1942	October 19	October 19
1944	June 19	June 20
1946	February 17	February 26

Table VII

States Having Annual Sessions

California\*  
 Massachusetts  
 New Jersey

New York  
 Rhode Island  
 South Carolina

\*California's even year session is limited to budgetary matters and such business as is designated by the Governor. A proposal to this effect will be voted on by Colorado in 1950.

Table VIII

Compensation of Legislators in the States

<u>State</u>	<u>Annual Basis</u>	<u>Biennial Basis</u>
Arkansas	600.*	1,200*
California	1,200.	2,400.
Colorado	1,200.*	2,400.*
Connecticut	300.-	600.-
Illinois	3,000.	6,000.
Indiana	1,200.	2,400.
Iowa	500.*	1,000.*
Maine	425.*	850.*
Maryland	1,800.-	3,600.-
Massachusetts	2,750.*	5,500.
Michigan	2,400.-	4,800.
Minnesota	1,000.*	2,000.*
Mississippi	750.*	1,500.*
Nebraska	872.-	1,744.-
New Hampshire	100.*	200.*
New Jersey	3,000.-	6,000.-
New York	5,000.	10,000.
North Carolina	300.*	600.*
Ohio	2,000.-	4,000.-
Oklahoma	1,200.	2,400.
Pennsylvania	1,500.*	3,000.*
South Carolina	1,000.*	2,000.*
Utah	300.-	600.-
Vermont	375.*	750.*
Virginia	360.*	720.*
West Virginia	500.-	1,000.-
Wisconsin	1,200.	2,400.

\*Plus extra compensation for special sessions.

The states not listed ordinarily pay their legislators on a per diem basis. Ohio's salary became \$2,600 for the biennium during 1949. Virginia's payments will be increased 50 per cent in 1942. Several states give members a maintenance allowance; others give certain officers extra pay; and most make allowances for travel expense.

Source: Tabulated from Council of State Governments, Report of the Committee on Legislative Processes and Procedures, Out State Legislatures (Rev. ed., 1948, p. 23.)

Table IX

Expenses of the General Assembly,  
 1949

Salaries and Wages of Members	184,200.00
Travel of Members	210,599.43
Printing and Binding	146,771.11
Special Reports and Professional Services	2,302.60
Sheriffs' Fees	2,251.40
Miscellaneous Contractual Services	9,138.45
Supplies	10,466.78
Equipment, etc.	16,672.04
Travel of Employees	24,150.20
Salaries and Wages of Employees	<u>198,033.34*</u>
Total . . . . .	\$ 804,585.35

Table X

Net Expenditures of Legislative Department

1933 - 1946

1933	462,997.79
1934	30,390.60
1935	485,571.90
1936	69,205.75
1937	540,851.13
1938	62,026.41
1939	569,484.24
1940	45,925.12
1941	537,485.51
1942	30,721.33
1943	548,007.34
1944	54,594.68
1945	593,602.57
1946	81,773.46
1947	
1948	
1949	

Source: Data for 1933-1946 from records of Comptroller as published by Conn. Development Commission (Need data for last 3 years).



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Salaries of Legislative Employees, 1949  
(Approximate Number in Parenthesis)

State Library

Legislative Overtime Work (23)	6,681.30
State Library Assistants (20)	15,561.16
State Editor's Staff (8)	10,421.57

Legislative Research Department (5)	10,900.00
Chief Clerks (2)	7,999.96
Assistant Clerks (2)	5,500.04
Secretaries to Clerks (2)	3,000.00
Captains (2)	1,350.00
Secretaries to Presiding Officers (2)	3,000.00
Sergeants at Arms (2)	2,150.00
Engrossing Clerk (1)	4,000.02
Assistant Engrossing Clerks (2)	5,000.04
Engrossing Clerk Typists (2)	2,640.00
Official Stenographers (2)	5,000.04
Payroll Clerks (2)	2,150.04
Mail Clerks (4)	2,700.00
Supply Clerks (4)	3,000.00
Committee Clerks (4)	62,500.40
Transportation Clerk (1)	1,575.00
Loudspeaker Operator (1)	675.00
Telephone Operators (2)	150.00
Barber (1)	525.00
Matrons (2)	1,650.00
Cloak Room Attendants (10)	6,750.00
Doorkeepers (13)	8,775.00
Messengers (29)	20,225.04
Indetermined	4,153.69
	<hr/> 198,033.34

From Records of Comptroller; in some instances, one individual  
had more than one time card.

EXHIBIT A

April 12, 1949

DEPARTMENT OF FINANCE AND CONTROL  
BUDGET DIVISION  
APPROPRIATION TRANSFERS

PERIOD JULY 1, 1947 THROUGH JANUARY 31, 1949

Pursuant to the authority vested in the Auditors of Public Accounts by Section 258 of the General Statutes, Revision of 1949, we have made an examination of the transfers of appropriation balances within budgeted agencies, as prepared by the Budget Division, approved by the Finance Advisory Committee and signed by the Governor, for the period July 1, 1947, through January 31, 1949.

Our report thereon consists of Comments and Recommendations, together with such appendix exhibits as in our opinion appear germane to the subject.

COMMENTS

Section 239 of the General Statutes, Revision of 1949, is quoted in part: "Whenever any specific appropriation of a budgeted agency shall prove insufficient to pay the expenditures required for the statutory purposes for which such appropriation was made, the governor may, at the request of the budgeted agency, transfer from any other specific appropriation of such budgeted agency such amount as he shall deem necessary to meet such expenditures...No transfer of a sum or sums of over one thousand dollars in any one fiscal year to any specific appropriation shall be made under this section without the consent of the finance advisory committee."

For the first year of the biennium, fiscal 1947-1948, appropriation transfers were made as shown on the following summary:

<u>Budget Classification</u>	<u>From</u>	<u>To</u>
Personal Services.....	\$494,286.38	
Contractual Services.....		\$40,868.42
Supplies and Materials.....		346,854.80
Equipment.....		193,545.00
Military Department - administrative allowance..	1,800.00	
New structures.....		19,870.00
Land and non-structural improvements to land....	1,125.00	
Structural replacements and major improvements..	5,420.00	
Expenses of National Guard and naval militia....	81,050.00	
Commitment of the mentally ill.....		1,000.00
Officers' Uniforms allowance.....		17,000.00
Medals and trophies.....	550.00	
Expenses of Governor's Horse Guards.....		4,000.00
Expenses, naval militia.....	2,600.00	
Town participation in Public Assistance Program.		1,000.00
Governor's Contingent Fund.....	1,506.84	
Education - working capital requirements.....		900.00
Veterans Home - Burial expenses.....	49,500.00	
Independence Day celebration.....		700.00
Aid to veterans and dependents.....		14,000.00

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<u>Budget Classification</u>	<u>From</u>	<u>To</u>
Attorney General - Fees.....	\$500.00	
Elimination of disease carriers.....	900.00	
Cancer clinic grants.....	2,100.00	
Aid to towns for Public Health Nursing.....		\$1,600.00
<u>Total 1947-1948</u>	<u>\$641,338.22</u>	

COMMENTS

For the first 7 months of the second year of the biennium, period July 1, 1948, through January 31, 1949, the following summarized appropriation transfers were made:

<u>Budget Classification</u>	<u>From</u>	<u>To</u>
Personel Services.....	\$117,448.75	
Contractual Services.....		\$ 67,695.00
Supplies and materials.....	65,991.00	
Equipment.....		155,530.00
Land and non-structural improvements to land	2,946.25	
New structures.....	35,824.00	
Structural replacements and major improvements.	36,015.00	
Expenses of National Guard and militia.....	71,500.00	
Officers' uniforms allowance.....		15,500.00
Expenses of Governor's Horse Guards.....		6,000.00
Board of children under six.....	71,500.00	
Seven-tenths reimbursement to towns.....		71,500.00
Comptroller - Surety bonds.....		3,200.00
Comptroller - Insurance on state property....		93,000.00
Veterans' burial expenses.....	11,200.00	
Girls committed to charitable institutions...	10,000.00	
Compensation awards to state employee.....		10,000.00
<u>Total Period July 1, 1948 to Jan. 31, 1949</u>	<u>\$422,425.00</u>	<u>\$422,425.00</u>

The summaries set forth above are submitted so that the total transfers will be in balance and the accuracy of individual aggregate balances may be proved.

We propose to devote discussion to those items reflecting expenditures under the headings of "Equipment" and "Structural Replacements and Major Improvements".

In the enactment of a budget for any biennium, agencies supposedly are to operate within their specific appropriations, subject to the permissive features of the section of the General Statutes quoted above.

However, appropriation transfers take on added significance when original appropriation requests are denied in the formulation of a budget and are later - after adjournment of the General Assembly - made available for expenditure and/or acquisition through such techniques.

To present the effect of one example of such transfers, we set forth the following:

	<u>Agency Request</u>	<u>Appropriated</u>	<u>Expended</u>	<u>Expenditure</u>
Motor Vehicles	\$11,000.00	\$4,000.00*	\$13,189.64	<u>Increase</u> \$8,589.64

Note: Three Chrysler automobiles were purchased.



In a great many instances, these transfers to equipment were made from personnel service appropriations, which would justify the assumption that agency appropriations in the personal service category were inflated. This is an item subject to considerable control in the preparation of budget, since it is certainly not so variable as other categories.

Another type of example follows:

	<u>Agency Request</u>	<u>Appropriation</u>	<u>Transferred</u>
Repairing Infirmaries	\$67,000.00	-0-	\$61,623.00

In many instances, this type of transfer was made from appropriations voted for other repairs of improvements, original requests having been denied.

The following examples clearly indicate to what extent the will of the Legislature is defeated through the excessive use of the provisions of Section 239 of the General Statutes.

Transaction Number 1232, dated June 2, 1948, transferred \$8,380.00 from Personal Services (6502-A) to Structural Replacements and Major Improvements (B-6502-Y). Later, this amount was set up in a project account entitled "Exterior Painting and Caulking". This item appears in the Executive Budget for the biennium ending June 30, 1949, as a request for \$9,850.00, which request was disallowed and therefore not appropriated by the General Assembly.

Transaction Number 1098, dated February 4, 1948, transferred \$22,450.00 from Personal Services (6405-A) to New Structures (B-6405-H). This amount was later added to project account 8.60 "Survey Water Sources." This project was originally set up during the fiscal year 1945-1946 at \$7,500.00. Additions to this project during the fiscal years 1946-1947 and 1947-1948 were \$20,250.00 and \$86,575.00, respectively.

The executive budgets for the biennia 1945-1947 and 1947-1949 do not indicate any request having been made by the agency for funds for this purpose, and no recommended appropriations were contained therein.

Transaction Number 1135, dated April 7, 1948, transferred \$2,200.00 from Personal Services (6500-A) to Structural Replacements and Major Improvements, which amount was subsequently set up in a project account 8.267 "Repair Sewage Outfall". The executive budget for the biennium ending June 30, 1949, shows agency request of \$2,200.00 for this work and such request rejected and not appropriated.

#### EQUIPMENT

For those agencies which requested transfers to equipment account during the biennium 1947-1949, the sum of \$1,605,226.00 was requested. The account of \$571,147.00 was appropriated by the General Assembly indicating that agency requests in the amount of \$1,034,079.00 for equipment were not granted.

During the period under review, net transfers to the equipment appropriations of these agencies amounted to \$337,581.00, indicating that agency requests were partially restored through the permissive features of Section 239 of the General Statutes, to the extent of approximately one-third of those requests previously denied. Expenditures to January 31, 1949, against appropriations amounted to \$675,014.93 and

unexpended balances of appropriations (equipment) aggregated \$233,713.07. These unexpended balances are available to be expended without restriction through June 30, 1949.

Many of the transfers were direct allocations from the personal service appropriations.

It is further enlightening to note that agency original budget requests for motor vehicle equipment for the biennium amounted to \$192,783.00 for those agencies covered in this review. The General Assembly saw fit to appropriate \$72,550.00 for the purchase of motor vehicle equipment indicating that the purchase of new motor vehicles in the amount of \$120,233.00 was denied to those agencies.

For the period July 1, 1947, through January 31, 1949, expenditures in the amount of \$111,374.09 were recorded on the books of the State Comptroller for the purchase of motor vehicles for the same agencies indicating that expenditures of \$38,824.09 have already been made in excess of the \$72,550.00 appropriated by the General Assembly for purchase of new motor vehicle equipment. This does not exclude the purchase of additional motor vehicle equipment out of the available unexpended balance of \$233,713.07 as set forth hereinbefore.

#### NEW STRUCTURES

In Exhibit "A" is presented a summary analysis of transactions in an appropriation made to Southbury Training School titled "New Structures" for the biennium 1943-1945.

Its significance is important as it is an enlightening example of the techniques which may be used to make appropriations available over extended periods of time regardless of the action of the legislature.

The first requirement is a token appropriation of nominal amount to keep the classification "open"; in this example, \$10.00.

Subsequently, this token amount can be augmented by transfer from some other appropriation where funds are available--in this case personal services.

The ability to continue to operate an agency when such a drain as this is placed on funds available for personal services is always interesting to us, especially when the item of personal services can be tightly budgeted. An auditor may properly ask himself; Was the personal service request in this instance deliberately inflated to provide for these extra funds?

When the balance in the appropriation has been built up, the next step is to have it continued into the ensuing year.

By perfectly legal means, this can be accomplished. The agency submits to the Governor that it has funds available to build a new structure. These funds would lapse at end of biennium (which is now at hand); therefore, in order to finance the building of this new structure, The funds must be continued. This is done using Section 242 of the General Statutes, Revision of 1949, as authority.

The \$10.00 appropriated in our example for biennium 1943-1945 grew to \$21,010.00 in the year 1945-1946, and was still available for expenditure.



The sum of \$19,810.00 was then set up in a project account which further froze this amount on a continuing basis and the balance of \$1,190.00 was expended in 1945-1946.

No expenditures were charged to this project during 1945-1946 or 1946-1947. In the fiscal year 1947-1948, this project was cancelled and reverted to the original appropriation, making available for expenditure in that year, \$19,810.00, the money which was appropriated for personal services in 1943-1945 or approximately five years before. This balance of appropriations was carried forward to 1948-1949 by the same statutory authority and as of the date of this report, expenditures are still being made and charged to this account.

In Exhibit B, we set forth in detail just what this money was spent for; we fail to find any new structure therein but do find a number of terms which in the case of institutions are usually purchased for stores materials).

It is quite possible that these materials purchased under this account when applied with labor became a building. If so, this type of work is properly under the control of the State Comptroller. We fail to find any record of a new building corresponding to this being constructed under that official's direct supervision.

We are aware that this particular project was originally contemplated AS AN item of construction under the former Department of Public Works. Plans were drawn but work on same never commenced.

It is also quite possible that these expenditures were for materials actually used in the construction of a building using inmate labor and simultaneously making available a project which provided for occupational therapy for inmates.

Our criticism lies more with the methods of financing and not with the end accomplished, as it might be recalled that two separate General Assemblies have been in session since the 1943-1945 biennium and such activities as these could have had specific legislative approval.

#### CONCLUSION

It is our opinion from the foregoing statements of fact that wide attitude of powers has been extended by the legislature to the executive branch of state government through the enactment of Section 239 of the General Statutes (A gesture toward greater legislative control was indicated by creation of the finance advisory committee in 1943).

Whether with extended use of the provisions of this statute was intended by the legislature is open to serious doubt.



It is our contention that when the legislature devotes a great deal of its time to the study and adoption of a budget for any given biennium, this document should be strictly adhered to and only in extreme cases should its purposes and design be altered by the executive branch of the government.

RECOMMENDATIONS

We believe that the legislature should take action to amend Section 239 of the General Statutes, defining more explicitly the latitude of power to be exercised by the executive in the matter of appropriation transfers.

here signature of George J. Conkling  
for the Auditors of Public Accounts

Approved:

Signature of Frank M. Lynch  
Signature of Joseph B. Downes

Table XV

Bills Introduced, Regular Sessions of  
 General Assembly, 1929 to 1949

<u>Year</u>	<u>Number of Bills</u>		
	<u>Total</u>	<u>House</u>	<u>Senate</u>
1949	2,907	1,789	1,118
1947	2,348	1,506	842
1945	2,164	1,282	882
1943	2,285	1,397	888
1941	2,870	1,763	1,107
1939	2,762	1,735	1,027
1937	3,020	1,750	1,270
1935	2,163	1,371	792
1933	2,099	1,373	726
1931	1,721	1,156	565
1929	1,546	1,005	541

Source: Tabulated by Survey Unit Staff from State Library Records. Figures for 1941 exclude bills introduced in large-scale duplication in both houses. Petitions and resolutions are excluded in all years.

Table XVI

Timetable of Final Action on Bills, 1949

No. of Bills Last Acted Upon During Week

<u>Session Week</u>	<u>First House</u>	<u>Second House</u>	<u>First House</u>	<u>Second House</u>	<u>First House</u>	<u>Second House</u>
1	0	0	0	0	0	0
2	6	6	3	3	3	3
3	2	2	0	0	2	2
4	2	2	1	1	1	1
5	7	6	2	2	5	4
6	2	1	2	0	0	1
7	2	4	2	3	0	1
8	5	7	1	0	4	7
9	14	6	6	0	8	6
10	69	63	27	26	42	37
11	31	29	6	5	25	24
12	36	11	9	4	27	7
13	103	38	39	9	64	29
14	104	33	12	9	92	24
15	87	25	29	4	58	21
16	126	56	41	22	85	34
17	168	41	62	17	106	24
18	118	104	42	37	76	67
19	123	77	55	19	68	58
20	199	86	69	48	130	38
21	186	99	70	36	116	63
22	328	157	102	57	226	100
23	455	336	106	137	295	199
Total	2,173	1,189	740	439	1,433	750



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Table XVII

Timetable of Committee Reports. 1949 General Assembly

<u>Session Week</u>	<u>Number of Reports Filed During Week</u>		
	<u>Total</u>	<u>Senate Bills</u>	<u>House Bills</u>
1	0	0	0
2	0	0	0
3	0	0	0
4	0	0	0
5	0	0	0
6	2	2	0
7	1	0	1
8	4	3	1
9	10	2	8
10	18	4	14
11	41	2	39
12	8	0	8
13	116	26	90
14	101	26	75
15	87	24	63
16	139	74	65
18	116	40	76
19	128	60	68
20	200	73	127
21	169	56	113
22	412	139	273
23	267	82	185
Date unrecorded	43	34	9
Total Reports	2,044	695	1,349

Source: Tabulated by Survey Unit Staff. Only one report on any single bill is tabulated.

Table XVIII

Appointive Offices Filled by General Assembly  
or with Consent of Senate or General Assembly

<u>Title</u>	<u>Num ber</u>	<u>Appointed By</u>	<u>Term</u>
Judges, Supreme Court of Errors	5	Nom. by Gov.-Appt. by G. A.	8 yrs.
Judges, Superior Courts	15	Nom. by Gov.-Appt. by G. A.	8 yrs.
Judges, Common Pleas Courts	11	Nom. by Gov.-Appt. by G. A.	4 yrs.
Judges, Juvenile Courts	3	Nom. By Gov.-Appt. by G. A.	6 yrs.
Judge, Danbury Traffic Court	1	General Assembly	4 yrs.
Judges & Associate Judges of City, Town, Borough & Police Courts	130	Nom. by Gov.-Appt. by G.A.	2 yrs.
Milk Administrator	1	Appt. by Gove.-Consent of G.A.	4 yrs.
Commissioner of Welfare	1	Appt. by Gov.-Consent of G.A.	4 yrs.
Bank Commissioner	1	Appt. by Gov.-Consent of Senate	4 yrs.
Commissioner of Finance & Control	1	Appt. by Gov.-Consent of Senate	4 yrs.
Highway Commissioner	1	Appt. by Gov.-Consent of Senate	4 yrs.
Insurance Commissioner	1	Appt. by Gov.-Consent of Senate	4 yrs.
Commissioner of Labor & Factory Inspection	1	Appt. by Gov.-Consent of Senate	4 yrs.
Motor Vehicle Commissioner	1	Appt. by Gov.-Consent of Senate	4 yrs.
Director of Personnel	1	Appt. by Gov.-Consent of Senate	Indef.
Tax Commissioner	1	Appt. by Gov.-Consent of Senate	4 years
Commr. of Farms and Markets	1	Nom. by Gov.-Appt. by G.A.	4 yrs.
Commr. of Food and Drugs	1	Nom. by Gov.-Appt. by G.A.	4 yrs.
Legislative Research Com.	1	Appt. by G.A.	4 yrs.
County Commissioners	24	Appt. by G. A.	4 yrs.
Labor Relations Board	3	Appt. by Gov.-Consent of G.A.	6 yrs.
Opticians Commission	5	Appt. by Gov.-Consent of G.A.	2 yrs.
Connecticut Reformatory, Directors	7	Appt. by Gov.-Consent of Senate	4 yrs.
Conn. School for Boys Trustees	7	Appt. by Gov.-Consent of Senate	4 yrs.
Conn. State Prison-Directors	7	Appt. by Gov.-Consent of Senate	4 yrs.
Investment Committee	3	Appt. by Gov.-Consent of Senate	4 yrs.
Wansfield Training School, Trustees	7	Appt. by Gov.-Consent of Senate	4 yrs.
Meritt Parkway Commission	10	Appt. by Gov.-Consent of Senate	6 yrs.
Wilk Regulation Board	7	Appt. by Gov.-Consent of Senate	4 yrs.
New Haven Harbor Commission	6	Appt. by Gov.-Consent of Senate	3 yrs.
Ark and Forest Commission	6	Appt. by Gov. - Consent of Senate	6 yrs.
Public Welfare Council	5	Appt. by Gov.-Consent of Senate	4 yrs.
Wells Fisheries Board	3	Appt. by Gov.-Consent of Senate	4 yrs.
Steamship Terminals Comm.	5	Appt. by Gov.-Consent of Senate	6 yrs.
Water Commission	3	Appt. by Gov.-Consent of Senate	6 yrs.
Public Utilities Commission	3	Nom. by Gov.-Appt. by G.A.	6 yrs.
State Housing Authority	5	Nom. by Gov.-Appt. by G.A.	6 yrs.
Auditors of Public Accounts	2	Appt. by G.A.	4 yrs.

Table XVIII

(continued)

Finance Advisory Committee	9	Appt. by G. A.	2 yrs.
Fine Arts, Commission on Intergovernmental Coop. Comm.	18	Appt. by G. A.	2 yrs.
Legislative Council	20	Appt. by G. A.	2 yrs.
State Library Committee	5	Appt. by G. A.	2 yrs.
Bacon Academy Trustees	7	Appt. by G. A.	Indef.(?)

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Source: Conn. Public Expenditure Council, The Organization of the Connecticut State Government (Nov., 1948), with changes.  
 Ex officio members are included in the figures above.  
 Terms of office are in some cases overlapping.



Table XIX

Recapitulation of Legislative Action.  
By Months, on Bills  
Introduced in 1949 Regular Session

Month	Bills Introduced	Hearings Scheduled	Committee Reports Received	Final Actions	
				1st Cham.	2d Cham.
Part A: By Number of Bills Involved					
Unknown	--	--	43	--	--
January	638	1	0	10	10
February	1,939	201	7	16	18
March	54	1,588	193	253	147
April	98	706	509	485	155
May <sup>a</sup>	64	195	613	626	367
June <sup>a</sup>	112	3	679	783	492
Total	2,905	2,694	2,044	2,173	1,189
Part B: Percentage Distribution					
Unknown	--	--	2%	--	--
January	22%	--b	0	--b	1%
February	67	8%	--b	1%	2
March	2	59	10	12	12
April	3	26	25	22	13
May <sup>a</sup>	2	7	30	29	31
June <sup>a</sup>	4	--b	33	36	41
Total	100%	100%	100%	100%	100%

Source note: Tabulated by Survey Unit Staff and summarized from detailed tables which contain a number of footnotes by way of qualification. No more than one hearing, one report, and one final action per bill in each chamber is counted. Some final actions were no more than referrals to another committee without entry of any committee report.

May 31st is counted (with June 1,2,3,4,6,7, and 8) as composing the final month of the sessions because of the continuity of dates that constituted these days the last two weeks of the session.

Less than 1 percent.

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Table XX

Salaries of Legislative Employees, 1949  
(Approximate Number in Parenthesis)

State Library

Legislative Overtime Work (23)	6,681.30
State Library Assistants (20)	15,561.16
State Editor's Staff (8)	10,421.57
Legislative Research Department (5)	10,900.00
Chief Clerks (2)	7,999.96
Assistant Clerks (2)	5,500.04
Secretaries to Clerks (2)	3,000.00
Chaplains (2)	1,350.00
Secretaries to Presiding Officers (2)	3,000.00
Sergeants at Arms (2)	2,150.04
Engrossing Clerk (1)	4,000.02
Assistant Engrossing Clerks (2)	5,000.04
Engrossing Clerk Typists (2)	2,640.00
Official Stenographers (2)	5,000.04
Payroll Clerks (2)	2,150.04
Mail Clerks (4)	2,700.00
Supply Clerks (4)	3,000.00
Committee Clerks (49)	62,500.40
Transportation Clerk (1)	1,575.00
Loudspeaker Operator (1)	675.00
Telephone Operators (2)	150.00
Barber (1)	525.00
Matrons (2)	1,650.00
Cloak Room Attendants (10)	6,750.00
Doorkeepers (13)	8,775.00
Messengers (29)	20,225.04
Undetermined	4,153.69
	<hr/>
	198,033.34

From Records of Comptroller; in some instances, one individual had more than one time card.

Table XXI

Types of Bills Introduced, 1949

	<u>All Bills</u>		<u>Senate Bills</u>	<u>House Bills</u>
	<u>Percent</u>	<u>Number</u>		
General	65	1,895	734	1,161
Local	18	518	174	344
Corporate Charter	3	87	33	54
Special, Individual	3	83	30	53
Claims	5	145	52	93
Other Special	6	177	93	84
TOTAL	100	2,905	1,116	1,789



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Table XXII

Number of Bills Considered by Joint Standing Committees, 1943 to 1949

<u>Committee</u>	<u>Net Number of Bills Considered</u>			
	<u>1943</u>	<u>1945</u>	<u>1947</u>	<u>1949</u>
Judiciary	770	520b	520b	637
Cities and Boroughs	318	240	309	332
Finance	229	171	193	179
Labor	116	103	122	197
Public Health	109	63	62	51
Public Personnel	-c	163	132	161
Claims	76	64	90	151
Appropriations	97	70	60	59a
Roads, Rivers and Bridges	60	72	71	89
Agriculture	28	61	44	66
Education	76	78	72	113
Fish and Game	90	71	90	92
Incorporations	70	38	69	90
Liquor Control	-d	103	54	50
Motor Vehicles	71	35	38	53
Public Welfare	16	52	40	81
Banks	37	34	44	47
Insurance	13	41	55	43
Military and Veterans <sup>e</sup>	29	38	69	64
State Parks	17	23	22	24
Public Utilities	4 <sup>f</sup>	24	19	27
Elections	-g	54	46	30
Constitutional Amendments	18	2	5	10
Federal and Intergovernmental Relations	22	10	12	13
Aviation	4	5	10	9
Public Buildings	4	31	14	6
Penal Institutions	1 <sup>h</sup>	4	6	9
Contingent Expenses	0	0	0	1
Rules	1	0	2	1
Public Information	-d	0	2	0

- a. Excludes 72 bills carrying appropriations which were approved by various committees and then referred to the appropriations committee, where they died.
- b. A Committee on Licensed Occupations existed in 1945 and 1947, handling 50 and 76 bills, respectively, in those years. (Query: these
- c. Created in 1945 to handle certain bills formerly assigned to judiciary
- d. Created in 1945.
- e. An outgrowth of the Military Affairs Committee of long standing and the Veterans Affairs Committee existing in 1945 and 1947. Bill totals reflect assignments to both committees.
- f. Called Railroads Committee in 1943.
- g. Given this name in 1945. There previously existed a Committee on Congressional and Senatorial Districts and a Contested Elections Committee.
- h. Called State Prison Committee in 1943.

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Table XXII (continued)

Source: Taken from records of Legislative Council. Totals include regular and committee bills but exclude duplicate bills. Committees which do not hold hearings on bills as part of the law-enactment process are excluded. These included those on Engrossed Bills, Executive Nominations, and Manual and Roll.

Table XXIII

Volume of Bills Introduced in  
Certain State Legislatures

(1947)

New York	5,131	(largest
California	4,010	
Massachusetts	3,007	
Minnesota	2,960	
Tennessee	2,774	
Florida	2,496	
CONNECTICUT	2,348	
Maine	2,314	
Pennsylvania	2,223	
Wyoming	273	(smallest)



Table XXIV

Bills Introduced, Regular Sessions of

General Assembly, 1929 to 1949

<u>Year</u>	<u>Number of Bills</u>		
	<u>Total</u>	<u>House</u>	<u>Senate</u>
1949	2,907	1,789	1,118
1947	2,348	1,506	842
1945	2,164	1,282	882
1943	2,285	1,397	888
1941	2,870	1,763	1,107
1939	2,762	1,735	1,027
1937	3,020	1,750	1,270
1935	2,163	1,371	792
1933	2,099	1,373	726
1931	1,721	1,156	565
1929	1,546	1,005	541

Source: Tabulated by Survey Unit Staff from State Library Records. Figures for 1941 exclude bills introduced in large-scale duplication in both houses. Petitions and resolutions are excluded in all years.

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Table XXV

Timetable of Final Action on Bills, 1949

Number of Bills Last Acted Upon During Week

<u>Session Week</u>	<u>All Bills</u>		<u>Senate Bills</u>		<u>House Bills</u>	
	<u>First House</u>	<u>Second House</u>	<u>First House</u>	<u>Second House</u>	<u>First House</u>	<u>Second House</u>
1	0	0	0	0	0	0
2	6	6	3	3	3	3
3	2	2	0	0	2	2
4	2	2	1	1	1	1
5	7	6	2	2	5	4
6	2	1	2	0	0	1
7	2	4	2	3	0	1
8	5	7	1	0	4	7
9	14	6	6	0	8	6
10	69	63	27	26	42	37
11	31	29	6	5	25	24
12	36	11	9	4	27	7
13	103	38	39	9	64	29
14	104	33	12	9	92	24
15	87	25	29	4	58	21
16	126	56	41	22	85	34
17	168	41	62	17	106	24
18	118	104	42	37	76	67
19	123	77	55	19	68	58
20	199	86	69	48	130	38
21	186	99	70	36	116	63
22	328	157	102	57	226	100
23	455	336	106	137	295	199
TOTAL	2,173	1,189	740	439	1,433	750

Table XXVI

Timetable of Committee Reports, 1949 General Assembly

Number of Reports Filed During Week

<u>Session Week</u>	<u>Total</u>	<u>Senate Bills</u>	<u>House Bills</u>
1	0	0	0
2	0	0	0
3	0	0	0
4	0	0	0
5	0	0	0
6	2	2	0
7	1	0	1
8	4	3	1
9	10	2	8
10	18	4	14
11	41	2	39
12	8	0	8
13	116	26	90
14	101	26	75
15	87	24	63
16	139	74	65
18	116	40	76
19	128	60	68
20	200	73	127
21	169	56	113
22	412	139	273
23	267	82	185
Date unrecorded	<u>43</u>	<u>34</u>	<u>9</u>
TOTAL REPORTS	2,044	695	1,349

Source: Tabulated by Survey Unit Staff. Only one report on any single bill is tabulated.



Table XXVII

Appointive Offices Filled by General Assembly  
or with Consent of Senate or General Assembly

Judges, Supreme Court of Errors	5	Nom. by Gov. Appt. by G.A.	8 yrs.
Judges, Superior Courts	15	Nom. by Gov. Appt. by G.A.	8 yrs.
Judges, Common pleas Courts	11	Nom. by Gov. Appt. by G.A.	4 yrs.
Judges, Juvenile Courts	3	Nom. by Gov. Appt. by G.A.	6 yrs.
Judge, Danbury Traffic Court	1	General Assembly	4 yrs.
Judges & Associate Judges of City			
Town, Borough & Police Courts	130	Nom. by Gov. Appt. by G.A.	2 yrs.
Milk Administrator	1	Appt. by Gov. Cons. of G. A.	4 yrs.
Commissioner of Welfare	1	Appt. by Gov. Cons. of G.A.	4 yrs.
Bank Commissioner	1	Appt. by Gov. Cons. of Senate	4 yrs.
Commissioner of Finance & Control	1	Appt. by Gov. Cons. of Senate	4 yrs.
Highway Commissioner	1	Appt. by Gov. Cons. of Senate	4 yrs.
Insurance Commissioner	1	Appt. by Gov. Cons. of Senate	4 yrs.
Commr. of Labor & Factory Inspec.	1	Appt. by Gov. Cons. of Senate	4 yrs.
Motor Vehicle Commissioner	1	Appt. by Gov. Cons. of Senate	4 yrs.
Director of Personnel	1	Appt. by Gov. Cons. of Senate	Indef.
Tax Commissioner	1	Appt. by Gov. Cons. of Senate	4 yrs.
Commr. of Farms & Markets	1	Nom. by Gov. Appt. by G.A.	4 yrs.
Commr. of Food & Drugs	1	Nom. by Gov. Appt. by G.A.	4 yrs.
Legislative Research Comm.	1	Appt. by G.A.	4 yrs.
County Commissioners	24	Appt. by G.A.	4 yrs.
Labor Relations Board	3	Appt. by Gov. Cons. of G.A.	6 yrs.
Opticians Commission	5	Appt. by Gov. Cons. of G.A.	2 yrs.
Conn. Reformatory, Directors	7	Appt. by Gov. Cons. of Senate	4 yrs.
Conn. School for Boys Trustees	7	Appt. by Gov. Cons. of Senate	4 yrs.
Conn. State Prison-Directors	7	Appt. by Gov. Cons. of Senate	4 yrs.
Investment Committee	3	Appt. by Gov. Cons. of Senate	4 yrs.
Mansfield Trng. Sch., Trustees	7	Appt. by Gov. Cons. of Senate	4 yrs.
Milk Regulation Board	7	Appt. by Gov. Cons. of Senate	4 yrs.
Merritt Parkway Commission	10	Appt. by Gov. Cons. of Senate	6 yrs.
New Haven Harbor Commission	6	Appt. by Gov. Cons. of Senate	3 yrs.
Park and Forest Commission	6	Appt. by Gov. Cons. of Senate	6 yrs.
Public Welfare Council	5	Appt. by Gov. Cons. of G.A.	4 yrs.
Shell Fisheries Board	3	Appt. by Gov. Cons. of Senate	4 yrs.
Steamship Terminals Comm.	5	Appt. by Gov. Cons. of Senate	6 yrs.
Water Commission	3	Appt. by Gov. Cons. of Senate	6 yrs.
Public Utilities Commission	3	Nom. by Gov. Appt. by G.A.	6 yrs.
State Housing Authority	5	Nom. by Gov. Appt. by G.A.	6 yrs.
Auditors of Public Accounts	2	Appt. by G.A.	4 yrs.
Finance Advisory Committee	9	Appt. by G.A.	2 yrs.
Fine Arts, Comm. on Inter- governmental Coop. Comm.	18	Appt. by G.A.	2 yrs.
Legislative Council	20	Appt. by G.A.	2 yrs.
State Library Committee	5	Appt. by G.A.	2 yrs.
Bacon Academy Trustees	7	Appt. by G.A.	Indef?

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Source: Connecticut Public Expenditure Council, The Organization of the Connecticut State Government (Nov., 1948), with changes. EX officio members are included in the figures above. Terms of office are in some cases overlapping.



















